



September 20, 1995

To: Each Supervisor
From: *Bill*
W. F. Stewart
Director

Subject: LOW-COST COUNTY LABOR RESOURCE OPTION REPORT

During the regular meeting of the Los Angeles County Board of Supervisors on September 5, 1995, Supervisor Molina moved and your Board approved a motion that:

- a. Instructed the Director of Internal Services Department (ISD) to develop a low-cost County labor resource option that can replace or reduce the current contracted-out services for landscaping and grounds maintenance at various County facilities.
- b. Requested that the State Conservation Corps; the Municipal Courts; and the Sheriff's, Public Works, Public Social Services, Parks and Recreation and Probation Departments assist ISD in developing this labor option, and
- c. Instructed ISD to report back to the Board at the next budget committee meeting on September 21, 1995.

This report is provided in response to that direction by your Board. The report was prepared in coordination with those agencies directed by your Board (b. above), as well as representatives of the Chief Administrative Office (CAO), and the Departments of Beaches and Harbors and Human Resources (Attachment A). This coordinated effort resulted in the identification of six potential resources; a summary fact sheet on each is provided at Attachments B thru G. In summary, it has been determined that County departments are making effective use of low-cost County resource options, but the use of the programs could be expanded, even to services in addition to landscaping and grounds maintenance.

A definitive list of conclusions resulting from the study of low-cost County resource options is as follows:

- a. Low-cost County labor resources provide a cost effective option when used as a supplement to County or contract staff to perform low skill requirements packaged for crew size (7 to 14 laborers) work.
- b. Low-cost labor resources can be utilized by County departments on a self-managed basis (e.g. DBH and DPR) or acquired on a full service basis from Probation Department.
- c. County departments are currently using low-cost County labor resource options at a level of over \$9 million annually for landscaping and grounds maintenance services.
- d. Additional work (five to ten additional crews) could be performed by low-cost County labor resource program members, but such expanded use would require the development of additional crews at a cost of approximately \$85,000 per crew.
- e. The CCC is a relatively new resource available to County departments that has the potential to perform County work on a crew or individual intern level of effort.
- f. The various low-cost County resource programs available to County departments have no County advocate nor focal point.
- g. There is at least one issue concerning responsibility for worker's compensation for program members (i.e. program sponsor or user agency) that requires a policy decision; an example of the need for a County focal point for the programs. Some programs, such as CCC, GAIN and Paid Work Crews, cover workmen's compensation, but others do not and potential users are unwilling to accept the liability.

Based on these conclusions, it is recommended that:

- a. The Chief Probation Officer be directed to develop a proposal, including costs and projected income, to establish a minimum of five additional Paid Work Crews for consideration by your Board.

- b. The Director, Internal Services Department, be directed to explore pilot projects with the California Conservation Corps for at least one crew sized project and one intern requirement.
- c. Departments be required to consider low-cost County resource options in lieu of or as supplements to any future contracts for landscaping and grounds maintenance and other unskilled labor intensive requirements (e.g. graffiti removal) and discuss utilization possibilities in Board letters recommending new/renewal contracts.
- d. A focal point be established to provide information, guidance and status on the various low-cost resource programs available to County user/management entities.
- e. The Director, Human Resources Department takes the lead in establishing a County policy which assigns responsibility for worker's compensation for low-cost resource program members performing County work.

The following findings and associated discussions are provided in support of these conclusions and recommendations.

Of the six programs identified, Workfare, Work Release and Community Service {Court Referral} provide only sources of labor. From a County perspective, all three have the following limitations to some degree:

- a. Using agencies are responsible for supervising, accounting for, training, equipping (including safety equipment) and transporting program members provided for their use.
- b. The workforce resulting from these programs is inconsistent and transient. This exacerbates training, safety and supervision issues and limits productivity and existing skill utilization.
- c. The County, often the using agency, is responsible for worker's compensation. This fact is an impediment to full development of these resources; especially in those program situations where user departments are responsible for worker's compensation.

Despite the discussed limitations, these sources are currently being used effectively for certain tailored requirements by County departments (Attachment H). In particular, the Departments of Beaches and Harbors (DBH) and Parks and Recreation (DPR) are accomplishing landscaping and grounds maintenance type activities valued at over \$6 million annually, with DBH and DPR averaging annual use of approximately \$2 million and over \$4 million, respectively. In each case, the departments provide the supporting resources (supervision, equipment, transportation, etc.) to directly manage members from the various programs. Their success has resulted primarily from tailoring packages of suitable, recurring work. In general, greatest results are achieved when performing basic labor type work that can be performed by crew size (7 to 14 people) groups such as weed abatement, raking, general clean-up, beach maintenance, etc. Both departments report that an initial investment of approximately \$85,000 is required to staff and equip a typical crew.

In another approach to accomplishing the same type of work, Probation Department provides crews on a full service, reimbursable basis through their Paid Work Crew Programs for \$400 to \$550 per day depending on crew size and type of work. This appears to be a very successful program with a robust and satisfied client base. For example, the Department of Public Works used approximately \$1.65 million of Probation Department's services in Fiscal Year 1994-95. Overall Probation Department provides approximately 3.1 million in Paid Work Crew Program services annually. Additionally, they project that the services of five to ten additional crews could be utilized if available. However, new resources would be required to field these added crews at a cost of approximately \$85,000 each.

GAIN is a viable program and includes a limited number of program members that are well suited for a landscape and grounds maintenance function. With GAIN's emphasis on the development of skills and job placement experience for individuals, the program can provide a limited number of members suitable for accomplishing landscaping and grounds maintenance work; perhaps some that could perform more specialized requirements like irrigation. An added benefit of GAIN program members is being able to use them on an individual or small group basis. GAIN participants are covered by workers' compensation paid for by the State, for the duration of their Prep (work experience) assignment.

The California Conservation Corps (CCC) offers another full service delivery option to perform County service requirements. Initial coordination indicates that the CCC is very anxious to provide their services to the County. As standard practice, the CCC works on a hourly rate basis at \$11.75 per hour. However, they are willing to negotiate their rates and perform fixed fee type agreements, especially for work they-

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can perform on a recurring sustained basis. In addition, after a four month probation period, they are willing to place program members in an intern type arrangement which allow them to perform more skilled and individual tasks like irrigation. The CCC is very interested in trying a pilot project(s) with the County for both a full service crew level and an intern arrangement.

In the aggregate, the alternative labor resource programs available to the County are fulfilling over \$9 million in annual service requirements. Despite this significant contribution, there is work that isn't suitable for alternative labor resource programs and needs to be performed by County or contract staff. These work requirements involve either smaller tasks not suitable for crew size performance or skilled/specialty tasks. For example, ISD currently has eight full service landscape and grounds maintenance contracts which serve 45 facilities and, for which, monthly fees for these services average from \$41 to \$800 per month per facility. The services include such skilled/specialty requirements as applying insecticides, pesticides and fertilizer; operating and maintaining irrigation systems; and pruning and taking corrective action on damaged or diseased trees/scrubs. Thus, there is a clear need for County/contract staff, as well as significant opportunities to augment these services with alternative labor resources as supplementary services.

Compiling this report revealed that there is no County advocate or focal point for low-cost County labor resources. As a result, there is no efficient nor effective way for potential users of these resources to determine the resource options or the feasibility or suitability of using them. Additionally, there is no fixed responsibility or ready mechanism for resolving policy issues, such as fixing responsibility for worker's compensation for program members with either the program sponsor or user agency.

Another key factor is the cost effectiveness of utilizing the low-cost County labor resource options. On average, the departments that are using Alternative Labor resources successfully report that it costs approximately \$400 per day to field a crew of 10 to 14 (average 12) which includes supervision, equipment, etc. Assuming that a commercial vendor would pay a laborer a modest \$5 per hour, the labor cost alone would be more than that of using program member crews.

If you have comments or questions concerning this report, please contact me at (213) 267-2101 or Jim Abbott at (213) 267-3101.

WFS:ct
Attachments

c: Chief Administrative Officer

(lcl.mem)

ATTACHMENT A

DEPARTMENTAL REPRESENTATIVES FOR LOW-COST COUNTY LABOR RESOURCES STUDY

Chief Administrative Office Laura Jessee (213) 974-1692 Fax: (213) 626-0892 Department of Human Resources Mike Henry (213) 974-2406 Fax: (213) 621-0387 Department of Beaches and arbors Wayne Schumaker (310) 305-9550 Fax: (310) 306-2594 DPSS Charles Carlton (310) 908-8438 Fax: (310) 908-0459	Department of Public Works Bob Allen (818) 458-4041 Fax: (818) 458-4194 L.A. Municipal Courts Rob Quist (213) 974-6703 Fax: (213) 625-7124 Department of Parks & Recreation Henry Roman (213) 738-2956 Fax: (213) 369-9757 Fred Palmer (818) 369-1910 Joe Swoboda (818) 369-1910 Fax: (818) 369-5809	Probation Department Shirley Bolinger (310) 940-2516 Fax: (310) 803-1855 Ron LeFlore (310) 940-2462 Fax: (310) 803-3786 Sheriff's Department Carlos Hernandez (213) 267-2703 Fax: (213) 267-0054 Internal Services Department Jim Abbott (213) 267-3101 Fax: (213) 263-5286 California Conservation Corp Scot Schmier (310) 549-7465 Fax: (310) 549-7361
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DEPARTMENT OF PUBLIC SOCIAL SERVICES WORKFARE PROGRAM

GENERAL BACKGROUND

Employable General Relief (GR) recipients are assigned to workfare projects throughout the County. The number of days per month a recipient must work is based on the amount of the recipient's GR grant divided by the State minimum wage. Prior to September 1995, this averaged about six days per month; however, with the GR grant increase effective September 1995, the number of days will increase to eight.

Currently, there are 532 workfare sites in the County. These include County departments, municipalities, State and federal agencies and non-profit private agencies. Eighteen County departments have workfare sites.

TYPES OF WORKFARE ACTIVITIES

For the most part, workfare recipients perform unskilled, casual labor duties. These include tasks such as grounds maintenance, custodial services, general building maintenance (e.g., painting, graffiti removal, sweeping, etc.). Some recipients with skills are assigned to clerical duties.

Basically a workfare recipient may perform any job task normally performed in the organization and is limited only to the extent of his/her skills level. Work shifts may be during the day, evening or week-end.

REQUIREMENTS OF A WORKFARE SPONSOR

Each agency with a workfare site signs a nonfinancial agreement or contract with DPSS. All workfare activities must meet State and local safety and sanitary standards. The workfare recipients should not displace regular County employees. An agency utilizing the workfare labor force must provide adequate supervision of the recipients. A ratio of five to one is recommended but can be increased.

The agency must maintain the necessary records of the recipients' attendance. These include daily and monthly attendance logs and the recipient's certification of attendance form (which the workfare supervisor signs off and gives to the recipient to take to the appropriate DPSS office after completion of his/her monthly assignment).

In addition, each agency must provide any necessary supplies and equipment (e.g., cleaning supplies, lawn mowers, clippers, etc.). Any non-County department must also provide Worker's Compensation coverage. For County departments, the Worker's Compensation coverage is charged to a separate DPSS account.

DPSS CONTACT PERSON: JoAnn Sanders (310) 908-8420

**SHERIFF'S DEPARTMENT
WORK RELEASE PROGRAM**

GENERAL BACKGROUND

The Work Release Program is administered under provisions of the California Penal Code Section 4024.2, which provides in part, that the inmates may be used to provide "...manual labor to improve or maintain levees or public facilities, including, but not limited to, streets, parks, and schools".

TYPES OF WORK RELEASE ACTIVITIES

Examples of tasks currently performed by Work Release inmates include: collecting litter on freeways, cleaning drainage ditches, washing ambulances, graffiti removal, cleaning courtroom holding cells, picking up trash, and light janitorial work.

REQUIREMENTS OF A WORK RELEASE SPONSOR

Each agency utilizing work release inmates must sign a Memorandum of Understanding with the Sheriff Department. Also, each agency must provide their own supervision and any Worker's Compensation benefits in the event an inmate is injured.

SHERIFF CONTACT: Work Release Unit (213) 974-5166

**COURTS
COMMUNITY SERVICE**

GENERAL BACKGROUND

The Court referral Community Services Program is a cooperative effort of the Los Angeles area Volunteer Centers, Los Angeles Municipal Court, Superior Court and the Probation Department which provides the Court with the option of sentencing selected misdemeanor offenders (and some felons) to perform community service tasks in public and private non-profit agencies in lieu of jail or fine. This alternative sentence approach allows the offender to make a contribution to the community without interrupting job, school and family commitments, which are vital to the restructuring of the offender's life into one of responsible community living.

Court-referred volunteers will be selected by the sentencing judge according to guidelines established jointly by the courts, the Probation Department and the Volunteer Centers. The order to perform volunteer services will usually be made as a condition of conditional sentence or, in some instances, formal probation. The Volunteer Centers assume responsibility for Worker's Compensation liability.

VOLUNTEER CENTER CONTACTS:

La Mirada	(310) 943-0131
La Puente	(818) 855-3568
Los Angeles	(213) 484-6289
Pomona	(909) 623-1284
San Fernando	(818) 908-5066
San Gabriel	(818) 792-6118
South Bay	(310) 212-5009

PROBATION DEPARTMENT PAID WORK CREW PROGRAMS

GENERAL BACKGROUND

The Los Angeles County Probation Department has three programs involved in the delivery of Paid Work Crew services. These programs are referred to as: Juvenile Alternative Work Services Program (JAWS), Probation Adult Alternative Work Services Program (PAAWS), and the Juvenile Camps Paid Crew Program.

JUVENILE ALTERNATIVE WORK SERVICES PROGRAM

The JAWS Program is an alternative to detention in Juvenile Hall. An average court order is twenty work days, which is completed on Saturdays and Sundays. The male or female minors who participate in the program range in age from 13 to 18. The work performed consists primarily of an unskilled variety including weed eradication, graffiti removal and grounds cleanup. These services are delivered by crews ranging in size from 10 to 14 minors.

A typical work day is from 7:00 am until 3:00 pm which includes travel time, one-half hour lunch, and two breaks. JAWS contract rates range from \$400 to \$552 per day per crew. Supervision, transportation and equipment is provided by the Probation Department.

PROBATION ADULT ALTERNATIVE WORK SERVICES PROGRAM

The PAAWS Program is an alternative to incarceration in the County Jail. The program is structured for male and female adults who are either ordered by the court or referred by the Sheriff's Inmate Work Release Program. The average length of participation is 20 days.

Work assignments are primarily of the unskilled variety e.g. weed eradication, graffiti removal, and grounds maintenance but can include lawn mowing, painting, light duty building maintenance, and custodial services. The PAAWS Program deploys crews of seven adults on a Monday through Friday basis during the hours of 7:00 am to 3:00 pm. Contract rates range from \$400 to \$500 per day per crew. Supervision, transportation, and equipment is provided by the Probation Department.

CAMP PAID CREW PROGRAM

Camp Paid Crew Program participants are male and female minors 16 to 17 years of age who have been removed from the community and ordered to camp by Juvenile Court. As with other work crews, the minors work eight hours a day inclusive of travel, lunch, and two breaks. Crews are comprised of seven minors. Minors in this program receive \$10 per day which is to pay any court ordered restitution.

In addition to unskilled work, certain camp crews are trained to operate motorized devices such as small mowers, edgers, leaf blowers and hedge trimmers. Contract work ranges from \$450 to \$500 per day per crew. Supervision, transportation, and equipment are provided by the Probation Department.

PROGRAMS LIMITATIONS

These programs are limited by the fact that the programs' participants are best suited for unskilled labor intensive work. JAWS and PAAWS work crews are also subject to fluctuating numbers due to unstable work force. Another limitation is that Probation's program vehicles and tools are well seasoned after many years of use. Additional equipment and staffing would be required in order to expand.

PROBATION CONTRACT PERSON: Bonnie Mack (213) 226-8732

**DEPARTMENT OF PUBLIC SOCIAL SERVICES
GAIN PREEMPLOYMENT PREPARATION PROGRAM**

GENERAL BACKGROUND

In a Commission for Public Social Services motion adopted May 31, 1994 by the Board of Supervisors, all County department heads were asked to identify positions in their departments in which AFDC employable adults, enrolled in the GAIN program, could perform work for their welfare payments. The work experience activity, Preemployment Preparation (PREP), provides welfare recipients with realistic experiences in a work setting that can be used as a reference when they are seeking salaried employment.

Currently, there are 166 PREP participants placed in 18 County departments.

TYPES OF PREP ACTIVITIES

For the most part, PREP participants perform simple clerical duties such as filing. Basically a PREP participant may perform any job task normally performed in the organization and is limited only to the extent of his/her skills level.

REQUIREMENTS OF A PREP SPONSOR

All PREP activities must meet State and local safety and sanitary standards. An agency utilizing the PREP labor force must provide adequate supervision of the participant.

The agency must maintain the necessary records of the participant's attendance. These include daily and monthly attendance logs and the participant's certification of attendance form.

DPSS CONTACT PERSON: Brenda Rosenfeld (818) 350-4731

**STATE OF CALIFORNIA
CALIFORNIA CONSERVATION CORPS**

GENERAL BACKGROUND

The California Conservation Corps (CCC) is a state agency with the mission of developing the skills and work ethics of California residents between the ages of 18 to 23 through realistic work experiences for public and non-profit agencies. The CCC provides both full service crews averaging 13 members and individual interns on a partial cost reimbursement basis. Their basic rate is \$11.75 per hour. However, the CCC is willing to negotiate their standard rate and to provide fixed fee arrangement for promising longer term project opportunities.

TYPES OF CCC ACTIVITIES

The CCC completes a wide range of projects, but in the context of this report on landscape and grounds maintenance, typical projects would include trail building, tree planting, park and campground enhancements, erosion control, weed abatement/fire control, and general landscaping and grounds maintenance activities.

REQUIREMENTS OF A CCC PROJECT SPONSOR

To qualify as CCC eligible, a project must provide:

- a. Resource or environmental benefits.
- b. Public benefit and/or be for public use.
- c. Corps members and opportunity for on-the-job training in a variety of basic skills.

If a project is determined to be eligible as a CCC project, the project sponsor must enter into a cooperative agreement with the CCC. In general, projects are performed in the order received subject primarily to the availability of resources. Additionally, a project sponsor must provide:

- a. Technical plans and specifications, if required.
- b. On-site technical oversight.
- c. Project materials and specialized tools.
- d. Time for limited training/work learning activities during the work day.

POINT OF CONTACT:

Scot Schmier (310) 549-7465

Attachment H						
Current County Department Use of Available Low-Cost County Labor Resources						
Department	General Relief Workfare (DPSS)	GAIN Participants (DPSS)	Probation Work Crews (Probation)	Work Release Participants (Sheriff)	Community Service* (Courts)	
Animal Care and Control	X	X				
Beaches and Harbors	X			X	X	
Board of Supervisors		X				
Chief Administrative Office		X				
Children and Family Services	X					
Community and Senior Citizens Services	X					
Consumer Affairs		X				
Coroner	X	X		X		
County Counsel		X				
District Attorney	X					
Fire	X			X		
Health Services	X	X		X		
Internal Services	X	X				

	Mental Health	X					
	Military and Veterans Affairs	X	X				
	Municipal Courts					X	X
	Museum of Natural History	X					
	Office of Education		X				
	Parks and Recreation	X	X	X		X	X
	Probation	X	X	X		X	
	Public Defender	X					
	Public Library		X				
	Public Special Services	X	X				
	Public Works	X	X	X		X	
	Regional Planning	X					
	Registrar-Recorder		X				
	Sheriff					X	
	Superior Court		X			X	X
	Treasurer-Tax Collector		X				
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SYN NO. 5

AGN. NO. 1

Introduced by INTERNAL SERVICES

SUBJECT: REPORT FROM DIRECTOR OF INTERNAL SERVICES ON DEVELOPMENT OF A LOW-COST COUNTY LABOR RESOURCE OPTION THAT CAN REPLACE OR REDUCE THE CURRENT CONTRACTED-OUT SERVICES FOR LANDSCAPING AND MAINTENANCE AT VARIOUS COUNTY FACILITIES, AS REQUESTED BY THE BOARD AT THE MEETING OF AUGUST 15, 1995.

MOTION BY SUPERVISOR m/v

SEPTEMBER ²²~~21~~, 1995

Burke _____

Yaroslavsky Continue to 10-3-95

Dana _____

Antonovich _____

Molina _____

MOTION BY SUPERVISOR _____

Burke _____

Yaroslavsky _____

Dana _____

Antonovich _____

Molina _____

SPEAKERS

REPRESENTING FOR AGAINST
